Solicitor General

ACCOUNTABILITY STATEMENT

This Business Plan for the three years commencing April 1, 2001 was prepared under my direction in accordance with the *Government Accountability Act* and the government's accounting policies. All of the government's policy decisions as at April 3, 2001 with material economic or fiscal implications of which I am aware have been considered in preparing the Business Plan.

The Ministry's priorities outlined in the Business Plan were developed in the context of the government's business and fiscal plans. I am committed to achieving the planned results laid out in this Business Plan.

[ORIGINAL SIGNED]

Heather Forsyth, *Solicitor General*
April 10, 2001

102-03813/

INTRODUCTION

Living, working and raising their families in safe communities is a top priority for Albertans and their provincial government. Through the goals and strategies of this 2001-2004 Business Plan, Alberta Solicitor General remains committed to building a justice system that is efficient, effective and responsive to the needs of all Albertans. The direction Albertans provided at the Justice Summit in 1999 continues to be the focus of the business plan. Through recent efforts to enhance community partnerships, protect victims, support the needs of families and children, and improve public knowledge and awareness, Alberta Solicitor General has already implemented several key recommendations from the summit. Through initiatives like the review of policing in Alberta, we will continue to consult with the public and will consider their input in developing future goals.

During the next three years, Alberta Solicitor General will continue to find ways to improve the way we do business and make the best use of resources. We will strengthen our partnerships with the judiciary, the legal community, Aboriginal people and our stakeholders in policing, community organizations, and local governments.

PLANNING ENVIRONMENT

Alberta Solicitor General has considered the following environmental factors in setting out our strategic objectives for 2001-04:

Social and Economic Change: Alberta's strong and vibrant economy continues to attract new residents from all over the world. Our cosmopolitan society is made up of many cultures and languages. It is important that the justice system be available, understandable and more sensitive to cultural diversity.

Demographics: Canada's population is aging. As life spans increase, so does the proportion of elderly who have a heightened susceptibility to and fear of crime.

Canada's Aboriginal population is growing twice as fast as the country's total population and it is proportionally younger. Between 2000 and 2011, the Aboriginal population is projected to increase by 22%, versus 12% for Alberta's total population. In Alberta, Aboriginal people represent approximately 6% of the total population and 36% of the prison population. We need to rise to the challenge of delivering services to Aboriginal people that will support community development and reduce the number of Aboriginal people coming into conflict with the law. We will work with other stakeholders to promote safe Aboriginal communities, and will partner with municipalities, non-governmental organizations, other government departments, Aboriginal peoples, and organizations to deal with urban Aboriginal issues.

Justice is a Shared Responsibility: Justice is a shared responsibility between federal, provincial, and municipal governments and communities. While the provincial Legislature is responsible for the administration of justice, the federal Parliament is mainly responsible for criminal law. The provincial and federal governments must work together to provide Canadians with a safe and secure country. However, federal legislation as well as judicial decisions can impose new obligations on the ministry that must be managed. Municipalities are responsible for policing within standards, guidelines, and frameworks set out by the provincial government. The Province and the Federal Government also each have a role. Crime prevention is promoted both federally and provincially, but is most successful when driven by community initiatives.

Public Confidence: Public confidence in the Ministry of Solicitor General drops as the public's fear of crime increases. There is more widespread and immediate access to crime event information through the media, which in turn increases the fear of crime. There was a 3.3% decrease in the violent crime rate and a 3.5% drop in the property crime rate between 1998 and 1999. Although Alberta's crime rates remain the lowest in western Canada, there remains a public perception that crime rates are rising. Alberta Solicitor General must, through the many programs and services that it provides, continue to promote the public's confidence in the justice system.

Technology and Globalization: Technology has facilitated the rapid movement of people, capital and information. While this has resulted in a global economy, it has also produced crime that is global in scope. The challenge for the ministry will be to partner with national and international enforcement agencies to produce a credible response to complex global economic and organized crime. New technology also creates opportunities for innovative approaches to increase accessibility and improve the efficiency of the justice system in Alberta. The cost of implementation is a hurdle that must be overcome.

ALBERTA SOLICITOR GENERAL VISION, MISSION AND CORE BUSINESSES

Our vision is a democratic and prosperous Alberta based on respect for the law, where all Albertans are safe in their homes and communities.

Our mission is to serve Albertans by promoting safe communities and by communicating with Albertans about the administration of justice.

CORE BUSINESSES

The following core businesses are intended to reflect the primary responsibilities of the ministry and those organizations that report to the Minister:

- ***Policing and Crime Prevention:*** ensure safe communities in Alberta through adequate and effective policing and the promotion of crime prevention activities.
- ***Victims' Services:*** ensure victims are treated with dignity and respect and that they receive information and assistance during the police investigation and any criminal court proceeding that may result.
- ***Corrections:*** maintain effective and efficient correctional programs while ensuring offenders return to the community better able to positively contribute to society.

Successful implementation of the ministry's strategic objectives requires the coordinated interaction of our core businesses. In addition, we recognize that safe communities are a shared responsibility and, over the next three years, we will be working to develop and enhance the partnerships required to achieve results in each of these core business functions, as well as working through education and communication strategies to improve public knowledge and understanding about the administration of justice.

ALBERTA SOLICITOR GENERAL BUSINESS FRAMEWORK

GOALS AND STRATEGIC OBJECTIVES

GOALS

In delivering our core businesses, Alberta Solicitor General is committed to fulfilling its vision, mission and mandate through three business plan goals. The Alberta Government's priority is preserving a safe society for Albertans where justice prevails.

1. **Promote safe communities in Alberta**

   Albertans have told us that they want peaceful communities in which they can live, work and raise families in safety and security without fear of crime or victimization. Drug dealing, prostitution, internet fraud and other forms of organized crime are especially unacceptable to Albertans. While each goal is important, virtually everything Alberta Solicitor General does is tested against the goal of safe communities.

2. **Provide services to victims of crime**

   Alberta Solicitor General is committed to providing effective services to victims of crime and expanding the role of the victim in the criminal justice system.

3. **Facilitate the rehabilitation of offenders.**

   When an individual engages in criminal activity, it is to the advantage of all Albertans that the individual be held accountable and encouraged to become a law-abiding member of society. It is important to recognise that for many offenders there is a root cause

embedded in mental health problems or addictions. Unless we can identify and deal with these problems, both within and outside the justice system, we will simply be housing repeat and even more serious offenders. While the onus for change rests with the individual, it is believed that the change process can be facilitated through providing offenders with assistance and opportunities that promote positive and productive behaviours.

STRATEGIC OBJECTIVES

For this planning period, Alberta Solicitor General will focus on a number of key strategic objectives, which will improve the delivery of our core businesses in a manner that honors the priorities of Albertans. These strategic objectives are:

Policing and Crime Prevention:
According to the Justice Summit findings, Albertans want their communities to be safe places to raise their families and do business. Crime prevention was identified as a necessary element of safe communities. A priority action will be to encourage community level involvement in crime prevention initiatives.

*Our policing and crime prevention strategic objectives are the principal means by which we will achieve **Goal 1** - To promote safe communities in Alberta.*

- In the coming year the ministry proposes to augment crime prevention initiatives by expanding the Provincial Crime Prevention Strategy and supporting the National Strategy on Community Safety and Crime Prevention.
- A Policing MLA committee has been appointed to conduct a public review of all aspects of policing in Alberta. This committee will consult with interested Albertans and make recommendations for changes to policing and the Alberta *Police Act.*
- The ministry will work with policing stakeholders to develop 'Alberta policing standards' and the means by which police service's performance in meeting these standards can be measured and compliance ensured.
- The ministry will develop a strategic plan for policing in Alberta in consultation with police executives and police commissions. The plan will provide a strategic vision for the work of both the Policing MLA committee and the Policing Standards steering committee. The outcome of this process will position Alberta as a Canadian leader in policing and contribute to safe communities.
- The ministry will continue to support the Federal *DNA Identification Act.* The *Act* will provide for the analysis and use of genetic material (DNA) to assist police in linking offenders to serious crimes. The prosecution status reporting system that was recently introduced has been refined and is currently being used to improve case management of the most serious and complex cases.

Upon completion of the MLA committee's review and the other reviews undertaken, Alberta Solicitor General will recommend that the Government bring forward amendments to the *Police Act* to ensure that Alberta is at the forefront of policing in Canada.

Enhanced Services for Victims:
The Summit on Justice recommended that victims become more involved in all stages of the resolution of a criminal act. Where appropriate, and where the victim voluntarily participates, the community justice process will involve the offender and will provide the victim with an opportunity for closure and healing.

Enhanced involvement of victims in the criminal justice process is a principal means by which we will achieve Goal 2 - To provide services to victims of crime.

- To provide effective services to victims of crime and to expand the role of the victim in the criminal justice system, the Ministry will review current legislation from a victim's perspective.
- The services provided under the *Victims of Crime Act* will be evaluated and appropriate recommendations for change will be made.

Alberta Solicitor General will bring forward amendments to the *Victims of Crime Act* to make the Act run more efficiently and fairly.

Community Justice Approaches:
Delegates at the Summit on Justice acknowledged that prison sentences for certain types of crime are an effective and necessary option. However, they also recommended that increased effort should be made to hold offenders directly accountable, through the use of "restorative justice" processes, to the community and the individuals who have been harmed by their actions.

Community Justice Approaches are some of the principal means by which we will achieve Goal 1 - To promote safe communities in Alberta; and Goal 3 - To facilitate the rehabilitation of offenders.

- A new Community Justice Policy commits the Ministry to working in partnership with all stakeholders and other government ministries to make restorative justice options more widely available in the province. This policy enhances the Serious and Violent Crime Initiative by providing more opportunities for victims, should they choose, to become more directly involved in the criminal justice process and by providing more options for offenders to take responsibility for their actions.
- Alberta Solicitor General will continue its emphasis on offender work service contribution to their communities, with over one million hours of offender labour provided annually to non-profit community groups. The ministry will continue to provide support to the 87 existing Youth Justice Committees, whose volunteer members assist the justice system in sanctioning criminal offenders. Support will be extended to communities interested in establishing new Youth Justice Committees.
- Contingent on the capacity of the community, Alberta Solicitor General will consider the transfer of community corrections program management to Aboriginal communities expressing an interest and demonstrating a readiness. Also contingent on the capacity of the community is the transfer to community management of adult minimum-security camps.
- The Adult Alternative Measures Program will be reviewed and expanded where appropriate.

- Provincial correction facilities house offenders for two years less a day. The average length of stay is approximately 63 days. Serious criminals and recidivists need to be incarcerated; however, there is a significant benefit to effective community corrections programs for other offenders.
- Alberta Solicitor General will continue to support community based initiatives, such as the Calgary Domestic Violence Court, in facilitating the rehabilitation of offenders and promoting safe communities.

Youth Justice Initiatives:
Alberta Solicitor General plans to deliver young offender programs with an increased focus on greater cooperation and communication between partnering groups, including Aboriginal communities. The nature of the changes contemplated by the new *Youth Criminal Justice Act*, and the Summit's theme of placing more emphasis on diversion programs and community justice, supports these plans.

Youth Justice initiatives are one of the principal means by which we will achieve: Goal 1 – To promote safe communities; and Goal 3 - To facilitate the rehabilitation of offenders.

- Alberta Solicitor General will expand the use of Attendance Centres, an expanded Alternative Measures Program and an Intensive Support and Supervision Program as alternatives to traditional justice sanctions. At the same time, the ministry will ensure the continuing availability of custody and supervision programs appropriate to holding serious and violent offending youth accountable for their criminal conduct, and will continue to explore and support other restorative justice measures such as community conferencing.
- Working closely with Alberta Health and Wellness, Alberta Solicitor General will make available programs that provide an appropriate treatment response to young offenders experiencing mental health problems.

First Nations Policing:
It has been a long-term objective of Alberta Solicitor General to enable First Nations police services to address community law and order concerns. In this respect the Summit has noted, and the ministry agrees, that First Nations should ultimately provide services to their communities that are comparable to other similar communities in the province.

First Nations Policing is one of the principal means by which we will achieve Goal 1 - To promote safe communities in Alberta.

- Further regionalization of existing First Nations police services will be reviewed in consultation with First Nations.

PERFORMANCE MEASURES

We continue to work on improving our business plan performance measures. This work includes finding better ways to measure achievement of desired outcomes through both qualitative and quantitative analyses. The following performance measures will reflect the results achieved for each of the ministry's business plan goals.* Targets for 2001-02 have not been adjusted from 2000-01 levels where performance is viewed as being at an appropriate level of excellence, and maintaining the current level of performance represents a significant challenge for the ministry.

* In the following tables, actual results are reported for the years 1997-98, 1998-99 and 1999-00. For 2000-01 the number reported is the target that was set in the 2000-01 Business Plan. At the time when the 2000-01 targets were set, the most recent actual figures available were from 1998-99. This accounts for some of the historical variation in numbers.

GOAL 1: PROMOTE SAFE COMMUNITIES IN ALBERTA

Performance Measure: Public Perception of Safety in the Home

This measure is defined as the percentage of Albertans who feel "somewhat safe" to "very safe" in their own homes. Although consistently high results have been recorded for this measure, the target has been set at 95% as this represents a significant challenge and level of excellence for a measure based on data obtained from a public survey.

1997-1998	1998-1999	1999-2000	2000-2001 Target	2001-2002 Target
96%	95%	98%	95%	95%

Performance Measure: Public Perception of Safety in the Neighbourhood

This measure is defined as the percentage of Albertans who feel "somewhat comfortable" to "very comfortable" walking alone in their own neighbourhoods at night. The data is obtained from a public survey.

1997-1998	1998-1999	1999-2000	2000-2001 Target	2001-2002 Target
76%	77%	80%	80%	85%

Performance Measure: Victimization Rate

This measure is defined as the percentage of Albertans who have reported being a victim of crime in the past year. It is a measure of public safety and is another way to assess how well the ministry is promoting safe communities in Alberta. The data is obtained from a public survey.

1997-1998	1998-1999	1999-2000	2000-2001 Target*	2001-2002 Target
24%	25%	21%	Below Canadian rate	21%

* The latest available Canadian rate is 25%. Alberta Solicitor General has chosen a more aggressive 2001-02 target of 21%, based on the achievement of that level in 1999-2000.

Performance Measure: Crime Rate

This measure is defined as the total number of *Criminal Code* incidents per 100,000 population as reported by the police. This measure is intended to identify the risk of Albertans becoming a victim of crime. Although all Albertans and all government ministries have a role to play in reducing crime, this measure represents our ministry's interest in dealing with crime and its consequences.

1997	1998	1999*	2000 Target*	2001 Target*
9,127	9,113	9,049	Canadian rate	Canadian rate

* For 1999, the Canadian rate was 7,733. Alberta's crime rate has been historically higher than the national crime rate. This may be due in part to a higher rate of reporting crimes in Alberta than is found nationally. On the other hand, Alberta's victimization rate is lower than the national rate. This result may be due to differing concepts of crime and victimization among survey respondents and between jurisdictions.

Performance Measure: Public Satisfaction with the Level of Policing

This measure is defined as the percentage of Albertans who feel "somewhat satisfied" to "very satisfied" with the level of policing in Alberta. The data is obtained from a public survey.

1997-1998	1998-1999	1999-2000	2000-2001 Target	2001-2002 Target
78%	84%	82%	85%	85%

GOAL 2: PROVIDE SERVICES TO VICTIMS OF CRIME

Performance Measure: Number of Alberta Community Initiatives that Work in Partnership with Alberta Solicitor General

There are numerous justice initiatives throughout the province that involve the participation of the community. These ongoing initiatives include Correctional Centre Advisory Committees; Youth Justice Committees; Police and Non-police based Victim Services Units; First Nations Police Services; and First Nations Crime Prevention Programs. This measure represents the total number of community initiatives in partnership with Alberta Solicitor General.

1997-1998	1998-1999	1999-2000	2000-2001 Target	2001-2002 Target
192	222	226	225	226

Performance Measure: Satisfaction Rate with Services Provided for Applicants Who Apply for Victim Financial Benefits

The *Victims of Crime Act* (1997) streamlined services to victims and established the authority to collect surcharges on offences under provincial statutes. Victims who have suffered physical or emotional injury or loss because of criminal offences can apply for financial benefits, and approximately 79 percent of applicants are currently approved for benefits through this program. Alberta Solicitor General surveys victims who apply for financial benefits to assess their satisfaction with the services they received.

1997-1998	1998-1999	1999-2000	2000-2001 Target	2001-2002 Target
76%	77%	80%	79% or more	80%

GOAL 3: FACILITATE THE REHABILITATION OF OFFENDERS

Performance Measure: Outcome of Correctional Sanctions

This measures the number of supervision cases that were closed and the percentage of these cases that were successfully completed. Successful cases are those that responded well to correctional supervision and did not lapse into further criminal behaviours while subject to correctional intervention.

Successful Completion of Young Offender Probation Dispositions

1997-1998	1998-1999	1999-2000	2000-2001 Target	2001-2002 Target
		New Measure		65%

Successful Completion of Adult Probation Sentences

1997-1998	1998-1999	1999-2000	2000-2001 Target	2001-2002 Target
		New Measure		70%

Performance Measure: Successful Completion of Temporary Absence Supervision

The Temporary Absence Program allows for the release, under supervision, of select low-risk offenders, including intermittently sentenced offenders and fine defaulters. Offenders released under the Temporary Absence Program are involved in work or rehabilitative programs, or in the case of fine defaulters, community service work to satisfy their outstanding fines. The measure reflects the percentage of offenders on temporary absence who do not incur a new criminal charge while under supervision.

1997-1998	1998-1999	1999-2000	2000-2001 Target	2001-2002 Target
		New Measure		98.5%

Performance Measure: Percent of Offenders Involved in Work, Education, Treatment or Life Management Programs

This measures the percentage of incarcerated offenders involved in work, education and life management programs. While not all offenders are able to participate due to health reasons, court involvement, etc., these activities are important to help prepare offenders for a successful return to the community. Targets and results for this measure have varied greatly over the past three years due to methodological changes in calculating the measure's results. Methodological changes have been reviewed and validated by the Office of the Auditor General. If results remain consistent next year, then a higher target can reasonably be set.

1997-1998	1998-1999	1999-2000	2000-2001 Target	2001-2002 Target
N/A	86%	94%	80%	90%

Performance Measure: Number of Hours of Community Service

Community service work is a program that allows offenders an opportunity to give something back to their communities and to learn positive work habits. Projects are completed for non-profit organizations, community groups, municipalities and government ministries. This measure reports on the contribution to the community of activities in which offenders are involved.

1997-1998	1998-1999	1999-2000	2000-2001 Target	2001-2002 Target
1.1 million	1.1 million	1.1 million	1 million	1.1 million

KEY CROSS MINISTRY INITIATIVES AND CORPORATE STRATEGIES

Alberta Solicitor General has identified several ministry-wide corporate strategies to develop effective support mechanisms to facilitate the achievement of Alberta Solicitor General business plan goals. In addition, Alberta Solicitor General is a partner with shared responsibilities within the government in many initiatives that seek to improve the quality of services to the public in areas not traditionally associated with the administration of justice. We will continue to champion or participate in collaborative efforts that support government-wide initiatives.

Aboriginal Policy Initiative: The economic and social well being of Aboriginal people and communities in Alberta does not compare favourably with that of other Albertans. These factors contribute to the over-representation of Aboriginal people in the criminal justice system, as victims and offenders. Alberta Solicitor General, as a member of the cross ministry priority Aboriginal Policy Initiative, will work with other ministries to develop targets and strategies that promote safe Aboriginal communities, and support economic and social stability through capacity building and self-reliance initiatives.

Children and Youth Services Initiative: Alberta Solicitor General will continue its involvement in the Children and Youth Services Initiative by participating in the Children's Mental Health, Fetal Alcohol Syndrome, Child Prostitution and Early Intervention Initiatives.

Three-Year Legislative Plan: Alberta Solicitor General will bring forward proposals for Police Act amendments as recommended by an MLA committee.

Human Resource Strategies: Alberta Solicitor General will ensure appropriate linkages between corporate direction and ministry implementation. The ministry human resource plan will address both achievement bonus criteria and corporate human resource plan goals. The measurement criteria will be based upon the provision of supports and strategies for

continuous learning, the implementation of leadership development and continuity strategies, employee satisfaction data and effective processes for management of change and reorganization. Additional priorities will include classification and collective bargaining.

Information Management: In order that an effective information management system is in place to support the mandate of Alberta Solicitor General, the following steps will be undertaken. An overall data architecture will be prepared. Alberta Solicitor General will work with other Alberta government ministries, municipal police services, and national organizations to ensure that our management information conforms to provincial and national standards. Alberta Solicitor General will continue the process of consolidating a collection of separately designed, loosely interfaced systems to a more integrated suite of systems where data is stored more consistently and without redundancies. The resulting information management system will have the flexibility to analyze and understand new and emerging issues.

Expense by Core Business

(thousands of dollars)

	Comparable 1999-2000 Actual	Comparable 2000-01 Budget	Comparable 2000-01 Prelim. Actual	2001-02 Estimates	2002-03 Target	2003-04 Target
EXPENSE						
Core Business						
Corrections	105,026	112,839	114,294	117,612	119,786	122,529
Policing and Crime Prevention	100,717	105,431	105,403	123,641	127,389	132,498
Victims' Services	8,839	9,811	10,984	11,882	12,078	12,076
MINISTRY EXPENSE	214,582	228,081	230,681	253,135	259,253	267,103

Ministry Statement of Operations

(thousands of dollars)

	Comparable 1999-2000 Actual	Comparable 2000-01 Budget	Comparable 2000-01 Prelim. Actual	2001-02 Estimates	2002-03 Target	2003-04 Target
REVENUE						
Transfers from Government of Canada	18,667	21,466	20,226	21,516	22,237	22,800
Investment Income	154	100	200	200	200	200
Premiums, Fees and Licences	325	300	300	325	325	325
Other Revenue	11,488	9,605	10,864	11,565	11,765	11,765
MINISTRY REVENUE	30,634	31,471	31,590	33,606	34,527	35,090
EXPENSE						
Program						
Ministry Support Services	4,092	4,901	4,901	5,728	5,695	5,826
Public Security	98,828	103,060	103,060	120,713	124,459	129,476
Correctional Services	103,056	110,303	111,753	114,827	117,032	119,734
Victims of Crime Fund	8,673	9,590	10,740	11,600	11,800	11,800
Valuation Adjustments and Other Provisions	(67)	227	227	267	267	267
MINISTRY EXPENSE	214,582	228,081	230,681	253,135	259,253	267,103
Gain (Loss) on Disposal of Capital Assets	-	-	-	-	-	-
NET OPERATING RESULT	(183,948)	(196,610)	(199,091)	(219,529)	(224,726)	(232,013)

Consolidated Net Operating Result

(thousands of dollars)

	Comparable 1999-2000 Actual	Comparable 2000-01 Budget	Comparable 2000-01 Prelim. Actual	2001-02 Estimates	2002-03 Target	2003-04 Target
Ministry Revenue	30,634	31,471	31,590	33,606	34,527	35,090
Inter-ministry consolidation adjustments	-	-	-	-	-	-
Consolidated Revenue	30,634	31,471	31,590	33,606	34,527	35,090
Ministry Program Expense	214,582	228,081	230,681	253,135	259,253	267,103
Inter-ministry consolidation adjustments	-	-	-	-	-	-
Consolidated Program Expense	**214,582**	**228,081**	**230,681**	**253,135**	**259,253**	**267,103**
Gain (Loss) on Disposal of Capital Assets	-	-	-	-	-	-
CONSOLIDATED NET OPERATING RESULT	(183,948)	(196,610)	(199,091)	(219,529)	(224,726)	(232,013)